

## Message Text

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ACTION EB-11

INFO OCT-01 EUR-25 ADP-00 CAB-09 CIAE-00 COME-00 DODE-00

INR-10 NSAE-00 RSC-01 FAA-00 L-03 PA-03 PRS-01 USIA-12

SS-15 NSC-10 RSR-01 GAC-01 /103 W  
----- 041467

P R 251901 Z MAY 73

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 5359

USMISSION BERLIN

INFO AMEMBASSY LONDON

AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 01 OF 03 BONN 07629

E. O. 11652: GDS

TAGS: ETRN, PGOV, WB, GW, US, UK, FR

SUBJECT: CIVAIR: USE OF TEGEL/ SOUTH AIRPORT BY THE FRG-  
BERLIN AIR SERVICES (IGS)

REF: STATE 73003

1. SUMMARY: THE BERLIN SENAT HAS PROPOSED THAT BEA MOVE ITS IGS SERVICES TO TEGEL SOUTH, ON COMPLETION OF THE NEW TERMINAL IN MAY, 1974. WHILE ACCEPTABLE TO PAN AM, WHICH DOES NOT WANT TO MOVE FROM TEMPELHOF, THIS PROPOSAL IS NOT, RPT NOT, ACCEPTABLE TO BEA, NOR IS IT IN THE BEST INTERESTS OF THE TRAVELING PUBLIC. THIS MESSAGE DESCRIBES THE PROBLEM AND MAKES A RECOMMENDATION. ACTION REQUESTED: THE MISSION'S COMMENTS, AND THE DEPARTMENT'S COMMENTS AND INSTRUCTIONS.

2. THE CONSTRUCTION OF A MODERN AIR TERMINAL AT BERLIN/TEGEL BY THE BERLINER FLUGHAFEN GESELLSCHAFT (BFG-BERLIN AIRPORT COMPANY) COSTING AROUND DM 470 MILLION, AND FINANCED BY THE FRG AND THE BERLIN SENAT, WILL BE COMPLETED IN MAY- JUNE 1974. THE CAPACITY OF THE TERMINAL IS 5 MILLION PASSENGERS PER YEAR, WITH A PEAK HOURLY  
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HANDLING CAPACITY OF 2,500. CONSTRUCTION WAS BEGUN IN 1969. EXCEPT FOR ARRANGEMENTS WITH THE FRENCH, SINCE TEGEL IS THE FRENCH AIR BASE FOR BERLIN AND IS LOCATED IN THE FRENCH SECTOR, SPECIFIC ALLIED TRIPARTITE APPROVAL OR SUPPORT WAS NOT SOUGHT BY THE SENAT OR THE FRG FOR THE EXPANSION OF THE TERMINAL. AT THAT TIME, NEVERTHELESS, THERE WAS GENERAL AGREEMENT ON THE PART OF THE ALLIES AS TO THE NEED FOR THE NEW TERMINAL. NOT ONLY IS THE TEGEL LOCATION A SUBSTANTIAL IMPROVEMENT OVER TEMPELHOF FOR TECHNICAL, SAFETY, NOISE AND ENVIRONMENTAL REASONS, BUT UNTIL THE CONCLUSION OF THE FRG/GDR TRAFFIC AGREEMENT IN 1972, THE RATE OF EXPANSION OF COMMERCIAL AIR SERVICES BETWEEN THE FRG AND BERLIN WAS SUCH THAT TEMPELHOF'S CAPACITY WAS EXPECTED TO BE SOON REACHED. ALL SIGNS INDICATED THAT BY MAY 1974, WHEN TEGEL/ SOUTH WOULD BE READY FOR OCCUPANCY, TEMPELHOF'S CAPACITY WOULD BE STRETCHED AND THERE WOULD BE A PRESSING NEED TO MOVE SOME OF THE IGS SERVICES. IT WAS TAKEN FOR GRANTED THAT BY MAY 1974 NEITHER TEGEL/ SOUTH NOR TEMPELHOF WOULD ALONE BE ABLE TO HANDLE THE IGS SERVICES.

3. CHARTER SERVICES TO BERLIN DO NOT ENTER THE PICTURE IN A MEANINGFUL WAY. THE APPROXIMATELY 650,000 CHARTER PASSENGERS PER YEAR NOW PASSING THROUGH TEGEL CAN BE HANDLED AND CONTINUE TO BE HANDLED THERE WITHOUT A PROBLEM, EVEN ALLOWING FOR INCREASES. MOREOVER, A MAJORITY OF THE CHARTER FLIGHTS ARE PERFORMED WITH AIRCRAFT LARGER THAN THE BOEING 727 WHICH CANNOT OPERATE OUT OF TEMPELHOF ESSENTIALLY BECAUSE ITS RUNWAYS ARE TOO SHORT.

4. THE SHARP DECLINE IN PASSENGERS ON THE IGS WHICH BEGAN IN JUNE 1972 AS A RESULT OF THE FRG/GDR TRANSIT AGREEMENT HAS CHANGED THE OUTLOOK. FROM 5.6 MILLION IGS PASSENGERS AT TEMPELHOF IN 1971, THE TOTAL DROPPED TO 4.9 IN 1972. FOR 1973, FIGURES TO DATE INDICATE THAT TOTAL IGS PASSENGERS WILL BE WELL UNDER THE 1969 LEVEL OF 4.6 MILLION. EVEN ALLOWING FOR A BOTTOMING OUT OF THE DECLINE DURING 1973-74 AT A RATE SOMEWHERE BETWEEN THAT OF 1968 (3.7 MILLION PER YEAR) AND THE 1969 LEVEL OF 4.6 MILLION, AND A SUBSEQUENT RESUMPTION OF A

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NORMAL RATE OF GROWTH, IT IS REASONABLE TO ASSUME THAT TEMPELHOF COULD ACCOMMODATE THE ENTIRE IGS TRAFFIC THROUGH 1975-  
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INR-10 NSAE-00 RSC-01 FAA-00 L-03 PA-03 PRS-01 USIA-12

SS-15 NSC-10 GAC-01 RSR-01 /103 W

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P R 251901 Z MAY 73

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 5360

USMISSION BERLIN

INFO AMEMBASSY LONDON

AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 02 OF 03 BONN 07629

VIEWS WOULD BE ON A MOVE TO TEGEL. AT A MEETING OF THE BERLIN CIVIL AIR TRANSPORT ADVISORY GROUP (BCATAG) ON APRIL 19 THE SENAT AND THE BERLIN AIRPORT COMPANY MADE AN OFFICIAL RECOMMENDATION, WHICH WAS THAT BEA SHOULD MOVE ITS OPERATIONS TO TEGEL ENTIRELY AND THAT PAN AM SHOULD REMAIN AT TEMPELHOF ( A COPY OF THE SENAT PAPER, RECEIVED HERE MAY 15, IS BEING POUCHED TO THE DEPARTMENT, ATTENTION: E/ OA/ AVPG AND EUR/ CE. WHILE THE FRG IS NOT OPPOSED TO THE SENAT RECOMMENDATION, IT HAS NOT ASSOCIATED ITSELF FORMALLY WITH IT. THE FRG PROPOSES THAT BCATAG, AT A MEETING SCHEDULED FOR JUNE 12, DISCUSS THE QUESTION AND, IF POSSIBLE, MAKE A FORMAL RECOMMENDATION IN GENERAL TERMS ON A COURSE OF ACTION WHICH WOULD RECOGNIZE BOTH THE COMMERCIAL INTERESTS OF THE CARRIERS AND THE POLITICAL PROBLEM WHICH WOULD RESULT IF TEGEL/ SOUTH WERE NOT TO BE OCCUPIED.

6. NEITHER PAN AM, AS FREQUENTLY STATED TO EMBASSY OFFICERS, NOR BEA WISH TO MOVE TO THE NEW TERMINAL AT TEGEL/ SOUTH. ADDITIONAL COSTS ARE INVOLVED AND BOTH SEE COMMERCIAL DISADVANTAGES IN MOVING BECAUSE TEMPELHOF IS THE TRADITIONAL GATEWAY OF TRAVELERS, PARTICULARLY BUSINESSMEN, ARRIVING AT BERLIN. PAN AM IS,  
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THEREFORE, SATISFIED WITH THE SENAT'S PROPOSAL. THE BRITISH EMBASSY REPORTS, HOWEVER, THAT BEA DOES NOT WISH TO MOVE TO TEGEL NOR WOULD THE HMG ASK BEA TO MOVE AGAINST ITS OWN JUDGMENT.

7. THE SENAT PROPOSAL TO MOVE BEA, ACCORDING TO SENAT REPRESENTATIVES, WAS TAKEN ON GROUNDS THAT ( A ) BEA' S OPERATIONS ARE LESS EXTENSIVE THAN THOSE OF PAN AM AND ( B ) THE BAC 111' S FLOWN BY BEA CAN OPERATE FROM TEGEL THROUGHOUT THE SUMMER WITH A FULL LOAD. AT TEMPELHOF, DEPENDING ON METEOROLOGICAL CONDITIONS, BAC 111' S ARE UNABLE PART OF THE SUMMER TO TAKE OFF WITH A FULL LOAD. THE SENAT PROPOSAL MAY HAVE THE VIRTUE OF SIMPLICITY, BUT FROM A PUBLIC INTEREST POINT OF VIEW IT IS ONE OF THE LEAST DESIRABLE. IT DIVIDES SERVICES TO EACH FRG DESTINATION BETWEEN TWO AIRPORTS. AT PRESENT, IF A TRAVELER MISSED A BEA FLIGHT TO MUNICH, FOR EXAMPLE, HE COULD TAKE THE NEXT FLIGHT WHICH IS USUALLY OFFERED BY THE OTHER CARRIER - PAN AM - FROM THE SAME AIRPORT. UNDER THE SENAT PROPOSAL, IF A PAN AM FLIGHT AT TEMPELHOF WERE MISSED, THE NEXT FLIGHT WOULD PROBABLY BE OUT OF TEGEL BY BEA AND THE TRAVELER WOULD HAVE TO GO ACROSS BERLIN IN ORDER TO TAKE IT. NEEDLESS TO SAY, THIS WOULD HAMPER BUSINESS AND OTHER TRAVEL.

8. IT WOULD BE MOST EFFICIENT FROM THE TRAVELING PUBLIC' S POINT OF VIEW FOR BOTH IGS CARRIERS TO REMAIN AT TEMPELHOF, AND ALSO PAN AM' S PREFERENCE. THIS SEEMS POLITICALLY OUT OF THE QUESTION BOTH FOR THE FRG AND THE SENAT BECAUSE IT WOULD LEAVE A NEW 470 MILLION DM PROJECT PRACTICALLY UNUTILIZED.

AS FOR MOVING BOTH CARRIERS TO TEGEL, ALTHOUGH THERE IS SOME DISAGREEMENT LOCALLY, IT IS PROBABLE THAT TEGEL SOUTH COULD ACCOMMODATE THE IGS IN ADDITION TO THE CHARTER SERVICES FOR THE PERIOD 1974-76. THIS WOULD BE PARTICULARLY TRUE IF A PORTION OF THE CHARTER SERVICES WERE TO CONTINUE TO USE THE OLDER BUILDINGS NOW LOCATED ON THE NORTH SIDE OF TEGEL. EVEN ASSUMING THAT THE IGS SERVICES COULD BE ACCOMMODATED THERE, A COMPLETE MOVE TO TEGEL WOULD BE UNPALATABLE TO THE SENAT AND THE BFG SINCE THEY WOULD BE SADDLED WITH THE PROBLEMS OF FINDING  
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OTHER USES FOR TEMPELHOF, OR THE COST OF MAINTAINING ONE OF THE LARGEST BUILDINGS IN THE WORLD SEMI- EMPTY, OCCUPIED ONLY THE THE TEMPELHOF AIR BASE FACILITIES. FROM THE US POINT OF VIEW, THERE WOULD BE NO SELF- SUPPORTING CIVILIAN ACTIVITIES CONTRIBUTING TO MAINTENANCE OF THE FACILITIES REQUIRED FOR AN ACTIVE AIR BASE. MOREOVER, IT SEEMS TO THE EMBASSY THAT CONTINUED COMMERCIAL SERVICES AT TEMPELHOF, EVEN ON A REDUCED SCALE, ARE A NOT INSIGNIFICANT PART OF MAINTAINING THE US PRESENCE IN BERLIN.

9. AS THE EMBASSY SEES IT, WE COULD TAKE THE POSITION IN BCATAG THAT THE USG IS SATISFIED WITH THE SENAT' S PROPOSAL. THIS WOULD LEAVE IT UP TO SOMEONE ELSE, PRE-

SUMABLY THE SENAT AND THE BFG, TO COME FORWARD WITH A  
DIFFERENT PROPOSAL WHICH WOULD BE ALSO ACCEPT-  
ABLE TO BEA. WE WOULD STRESS THAT, AS WE SAW IT,  
IF THE BFG AND THE GERMAN AUTHORITIES WISH A PART OF THE  
IGS SERVICES TO MOVE TO TEGEL, THIS IS A QUESTION OF  
ECONOMICS AND OCST, TO BE RESOLVED BETWEEN THE BFG AND

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INFO OCT-01 EUR-25 ADP-00 CAB-09 CIAE-00 COME-00 DODE-00

INR-10 NSAE-00 RSC-01 FAA-00 GAC-01 SS-15 NSC-10 L-03

PA-03 PRS-01 USIA-12 RSR-01 /103 W  
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P R 251901 Z MAY 73  
FM AMEMBASSY BONN  
TO SECSTATE WASHDC PRIORITY 5361  
USMISSION BERLIN  
INFO AMEMBASSY LONDON  
AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 03 OF 03 BONN 07629

THE CARRIERS, WITH THE APPROVAL OF THE ALLIED  
AUTHORITIES.

10. ANOTHER COURSE WOULD BE FOR THE US TO TAKE THE POS-  
ITION IN BCATAG THAT THE SENAT PROPOSAL, ALTHOUGH  
ACCEPTABLE TO PAN AM, DOES NOT IN THE US VIEW TAKE SUF-  
FICIENTLY INTO ACCOUNT THE BROADER INTERESTS OF THE BER-  
LINERS AND THE GERMAN TRAVELING PUBLIC IN  
GENERAL. WE WOULD SUGGEST TO THE GERMAN REPRESENTATIVES  
THAT THE CIVIL AIR ATTACHES, THE CARRIERS AND THE BFG  
SHOULD BE ABLE TO WORK OUT ANOTHER PLAN WHICH, BY  
DIVIDING THE AIR SERVICES BY ROUTES RATHER THAN BY CAR-  
RIERS, WOULD BETTER SERVE THE PUBLIC. HOPEFULLY,  
THIS COULD BE DONE WITHOUT INCREASING SIGNIFICANT-  
LY THE COSTS TO THE PUBLIC AND THE BFG AS AGAINST THE  
COSTS INVOLVED IF A SIGNLE CARRIER WERE TO MOVE ENTIRELY  
TO TEGEL.

11. COMMENT: THE EMBASSY DOES NOT BELIEVE THAT EITHER  
BEA OR PAN AM COULD BE PERSUADED TO MOVE TO TEGEL, LEAV-  
ING THE OTHER AT TEMPELHOF. WE ALSO CANNOT SEE TEGEL  
SOUTH REMAINING UNDER- UTILIZED. WE RECOMMEND THAT THE  
EMBASSY TAKE THE POSITION OUTLINED IN PARA 9 INITIALLY,  
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WITH THE UNDERSTANDING THAT IF THE DISCUSSION LEADS THAT  
WAY, WE WOULD BE WILLING TO WORK TOGETHER WITH CARRIERS  
AND THE GERMAN AUTHORITIES TOWARD A BETTER SOLUTION,  
INVOLVING SPLIT OPERATIONS, PROVIDED THAT NO COMPETITIVE  
DISADVANTAGE FOR PANAM WOULD RESULT. ACTION REQUESTED:  
THE EMBASSY WOULD APPRECIATE THE MISSION' S AND THE  
DEPARTMENT' S COMMENTS AND THE DEPARTMENTS' INSTRUCTIONS  
AS TO HOW TO PROCEED. WE WOULD HOPE TO HAVE A US POS-  
ITION AS SOON AS POSSIBLE SINCE DECISIONS NEED TO BE  
MADE PROMPTLY BY AIRPORT ADMINISTRATORS ON CONTRACTS  
FOR CONCESSIONS AND SERVICES FOR NEXT YEAR AT BOTH TEGEL  
AND TEMPELHOF.  
HILLENBRAND

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\*\*\* Current Handling Restrictions \*\*\* n/a

\*\*\* Current Classification \*\*\* CONFIDENTIAL

## Message Attributes

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